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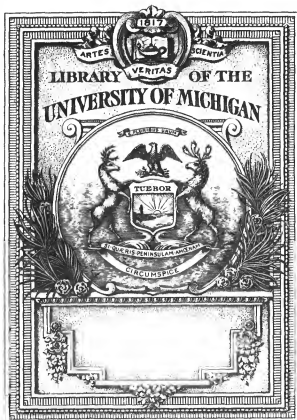


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THE GIFT OF  
Col. T. M. Spaulding.

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# “HONOLULU NEI.”

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PAPER BY A. F. JUDD BEFORE MEN'S  
CLUB OF ST. ANDREWS, HONOLULU,  
November 7, 1913.

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Col. T. M. Spaulding  
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# Needs of Honolulu Discussed In Plain Terms.

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**"No City Spirit," A. F. Judd Tells the Members of Men's Club—  
Urges Co-operation on Broad Lines to Make Honolulu a  
Real City and Not a Collection of Villages.**

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Urging Honoluluans to learn Honolulu, to get together for Honolulu and to wipe out and forget the partisanship that has limited the activities of the various citizen groups to their own particular section of the city, Senator Albert F. Judd addressed the members of the Men's Club of St. Andrew's at the Davies Memorial Hall last night, his splendid address being very warmly received. The attendance at the meeting was large, and the discussion of the points raised by the principal speaker, at the conclusion of his address, was pertinent and spirited, showing the interest his plain words had awakened.

Senator Judd said:

"I am a citizen of no mean city," was the boast of the seer of old, who was proud of the fact that his home was the city of Tarsus. I take this statement of commendable pride as my text this evening, not because I am to preach a sermon and must therefore have a text, but because of the fact that Honolulu is not Tarsus, that the pride in our city and its reputation and welfare is something which is practically non-existent as such.

"There are reasons, some of them historical, why this status exists. Let us examine this evening in a cursory way the community of Honolulu, some of the reasons why we are as we are,

and if we are dissatisfied with what we find, perhaps some suggestions for action may be worth while.

"Honolulu originally was the name of a locality not far from the junction of School and Liliha streets. In the early days the name was extended to cover the harbor and the business town which grew up around the harbor, displacing their ancient name of Kou.

"During the kingdom the majority of the white residents did not live in Honolulu. They lived in 'the valley' meaning Nuuanu, on 'the plains', at Punahoa, Palama or Kalihi as the case was. Distances were great and roads poor. People dined early, generally at five-thirty, visited with the neighbors and retired early. The native residents did the same. Except when the King or the consuls entertained, people did not come 'to town' in the evening except to religious services. The neighborhood feeling was fostered by the condition of life both for natives and others. The Hawaiian has always had a particular and peculiar pride in 'Hawaii nei,' the exact flavor of which cannot be done into English. This neighborhood feeling gave him also a pride in his home locality. The white residents caught this tone from the Hawaiian and assimilated it, as they have done in many other things generally to their advantage. Men thought in terms of 'Nuuanu and Hawaii nei,' 'Waikiki

and Hawaii nei' and so on. 'Honolulu nei' did not fit and was not used. There was a collection of villages, the residents of, which went 'to town' as they said, to do their business.

#### First "Get-together."

"Previous to annexation this community, then much smaller than it now is, at times had to get together. I refer to the whites to whom Hawaii was 'home'. They had to stand or fall together. The instinct of self-preservation was strong. The peculiar institution of letters of denization was constructed whereby a subject of a European monarch or a citizen of the United States could exercise all the rights and enjoy all the privileges of an Hawaiian subject without foreswearing his other allegiance. This made a common ground in national and civic activities for these denization subjects and those subjects of the king—of American or European stock, who had been born such under the Hawaiian flag or had foresworn their former sovereigns. Impressive indeed is the recital of some of the crises through which Honolulu passed. The small pox of 1885, the Revolution and the New Constitution of 1887, the Wilcox Insurrection of 1889, the Revolution and Abrogation of Monarchy of 1893, the Insurrection of 1895, the cholera of the summer of that year, and the plague of 1899-1900.

"Two other elements in the situation will be mentioned only.

"The coming together of different race stocks, speaking different languages and with diverse customs and ideas, making it necessary that all should take time to learn of each others characteristics, has retarded the growth of civic ideas. Education takes time.

"The commercial expansion of the whole country did not bestow its results to 'the man lower down,' nor encourage nor foster the growth of a citizen population with financial independence.

"What has been said so far may recall to our minds some of the facts and perhaps somewhat of the atmosphere of the past, to explain the present and to help us to understand what is before us.

#### What of Today?

"Now what of Honolulu today?

"Honolulu has grown rapidly. It has tripled in population in fifteen years. The heads of many of the older American families have done their share of public service and left the boards. Annexation bringing with it the great sense of security under the Stars and Stripes, has forever ended the peculiar centripetal force which made Honolulu's people get together, to which I have referred. It has also ended the peculiar institution of letters of denization, and a man today who is not an American citizen has no weight in civic matters in Honolulu except through the force of extraordinary personality. The pre-annexation English community has practically lost its identity as such and has become American. This same trend exists in the German colony, though I believe to a lesser degree. Many of the mainlanders who have come to Honolulu since annexation have made Hawaii their home; but some of them, although they enjoy their life here and the living they obtain, think of some other place as 'home' whither they will go to end their days when their ship comes in.

#### A Real Kamaaina.

"The turning of a malihini into a kamaaina is not measured by the length of residence, but by the adoption of these Islands as the home of the new-comer with all that the word 'home' means of responsibility and affectionate regard. With this definition of kamaaina in mind, it would seem not to be too strong a statement that the kamaainas of Honolulu—the home makers—have no common meeting ground and are separated into too many circles, factions and cliques for the best interests of the municipality.

"As has been often said, Honolulu is a municipality of magnificent distances. Our government is spread over the whole island of Oahu and some distant islettes. The city part of it spreads from Fort Shafter to Waialae and up into the valleys, and is inadequately provided with the necessities of modern city life, clean and abundant water, sewerage, garbage service and

proper streets, sidewalks, parks and playgrounds.

"The Honolulu of today is really a collection of little villages separated by areas under water or under cultivation or both, and connected by inadequate highways and an automatic telephone service; but demanding for each little village all the facilities of a city.

### Community Champions.

"The best developed villages of Honolulu are those wherein reside men and women who know what the civic needs of their villages are and who have known in the past where and when and how often to make those wants known. I venture to assert that these villagers compose a minority of Honolulu's population; while the wage earner, the pooler and the Asiatic have to get along as best they can without cement gutters, sidewalks or oiled streets and are content with the crooked lane without lights, often times muddy and sometimes flanked by an open drain.

"Kaimuki has its champions; College Hills and Manoa talk of a separate municipality. The view-loving residents of Prospect street delight in their recent improvements. The improvement club idea has fostered a feeling of competition between the villages of Honolulu. The existence of each club emphasizes the fact that the unit of community feeling is still the neighborhood district. Just as far as the clubs are successful do the members thereof feel that they have performed their civic duties. Appeals for the less favored parts of the city fall on ears satisfied that they have already done their part.

### District Competition.

"In politics the competition between the fourth and fifth districts has been a bad thing for the city idea. The fourth district people feel no responsibility for the welfare of the city precinct of the fifth district and the country districts of the fifth have shared the same feeling. In these neglected precincts rural conditions are being made over into urban ones by the pressure of population, haphazard and without plan. Every invitation offers

for another big fire or epidemic. It would pay you, gentlemen, to go on the ground and have a look for yourselves.

### The Garrison Needs.

"The making of Oahu into a military stronghold has had a distinct influence on Honolulu's problems in more ways than one. There is today on the part of a large portion of Honolulu's business community too little recognition of the fact that Honolulu has become and will continue to be an army town. The monthly pay roll of \$250,000 should tempt the sordid business sense to bring the army and civilian closer together, even if no higher motive demanded that this be done. Army man and civilian alike are Americans working for the common good of our common country in this outpost of the Pacific. Promotion work is fine work if the broad view is taken. The army is apparently not within the jurisdiction of promotion work, and the main effort is concentrated on the tourist, the underlying idea being to disconnect the tourist from his gold as painlessly as possible. To one who has slummed through Honolulu and who from observation is heartily ashamed of Honolulu's many back sections, this lavish attempt to turn the tourist Honolulu-ward does seem premature. While we have much to show, we also have much to hide.

### The Automobile Class.

"The rapid increase of wealth in the hands of a few, due to our recent prosperous years, has set a standard of living in certain quarters which is comparable to those of the older communities on the mainland and Europe. Those of us who are not yet forty recall the yesterdays when few roads were macadamized, none curbed and to drive a span of horses was the height of opulence. Now the automobile has become a necessity and has created a class of society which has ceased to think in the terms of the man who walks or uses the street car.

This high standard of living has caused those who are socially ambitious to yearn and scheme for sufficient

wealth that they too may indulge and make necessities out of luxuries. This scramble for wealth bringing as it does disregard for the feelings and rights of others less favored, makes one of the greatest hindrances to good citizenship. It is a customary thing to contribute to charities and to give one's service for the furtherance of what is generally known as philanthropic work. It is not fashionable to give one's time to public service in public office. It is easy to contribute to campaign funds. You pay the money and your civic conscience is stilled. It is hard and disagreeable work however to give of one's own energies and service to the maintenance of government.

"Honolulu today does not need money in politics. Honolulu needs men.

#### **The New Idea.**

"Hawaii's experience in the development of representative government is, I believe, unique in that there has been a devolution from a strong centralized government of a people to whom the county, township or other local government idea was unknown. Even Russia and China have had for centuries the local government idea in operation. The idea was not known in Hawaii until 1905 when the County of Oahu was created by the passage of the County Act; the City and County of Honolulu followed two years later. Both were viewed with distrust by the responsible men of Oahu and were submitted to as a sort of necessary evil to be endured. As far as the real government of the city of Honolulu went the supervisors had little to say beyond the expenditures upon the roads. The government was inefficient largely because it was insufficient. Believing that the cure for this inefficiency was government with more authority and greater responsibility, the legislatures of 1911 and 1913 quietly cut almost every string which had kept Honolulu tied to the Territory's apron.

After July 1, 1914, when the water and sewer systems must be turned over to the supervisors, the municipality will have all the powers of a real American city except full control of taxa-

tion. This will come in due time, for the best insurance of good municipal government is to have connection between a man's vote and the amount of taxes he pays.

#### **Successes and Failure.**

This devolution in government has given us the successful counties of Kauai and Maui. The failure of county government on Hawaii is, in my belief, due to the fact that the devolution there has not gone far enough. On this island I believe that we will not have a successful city government until the city part of the municipality is separated from the county. The city should include the old district of Kona and be the fourth Representative District and the County of Oahu should be the rest of the island and be the Fifth Representative District. Such a plan may be a solution of the apportionment impasse in which two legislatures have struggled.

#### **City Spirit Lacking.**

"I think none of you will dispute my statement that we have no city spirit. I believe also that you will unanimously support my contention that Honolulu needs an adequate city government affording to its residents the municipal necessities and backed by a strong community feeling.

"This is just what Honolulu is going to get as soon as Honolulu goes after it. Many of our present troubles are really nothing more than growing pains. Substantial progress has been made and there is an awakening of men's interest in public affairs. The recent civic convention brought an unmistakable inspiration.

"We need a strong central commercial organization, call it the chamber of commerce, if you wish, the delight of which it shall be to further the commerce, internal and overseas, of the port of Honolulu and the duty of which it shall be to safeguard the conduct of public affairs within the city. The lack of such a forum is holding back the healthy growth of the city idea.

#### **Get Acquainted.**

"Abolish the local improvement



clubs, those perpetrators of locality selfishness, and all get busy on the committee of the Greater Chamber of Commerce for the city's common good.

"Get acquainted with Honolulu by actual contact. Go to the top of Punchbowl with a map and study out the large areas to which you are a stranger; then walk through them, for you cannot see them from an automobile. Figure out how to take garbage, either by free or pay system, from a block which is so large that all the stuff has to be packed out by hand, say four hundred feet. Take a tuberculosis map of the city and then visit the congested areas where the most of the pins are sticking into the map. The wet agriculture within the city was responsible for the spread of the cholera of 1895 and 1911—find out what this means on the ground and see if you can devise a scheme to prevent its repetition.

"I might go on and make many more suggestions for 'seeing Honolulu first'. The few that I have just mentioned have been spoken of over and over again. The problems they present will not be solved until we have a city spirit and a real community interest.

### **The Test of Adequacy.**

"The test of the adequacy of our present municipal act will shortly be upon us, when the sewer and water departments come within the jurisdiction of the supervisors, and the growing demands on the municipal treasury are not followed by increased income.

"Finances will be the test.

"Times have changed. No longer can we expect financial assistance from the territorial common pot. The other counties will not stand for it. Honolulu must finance herself and stand on her own bottom. All the property taxes on Oahu go to the city and county. The Territory gets the income tax. The good old days are pau. The future lies before us.

"What does Honolulu need?

"1.—A municipal building to provide the office space sorely needed for the executive officers' to symbolize the city, a building of dignity in which we all may rejoice, a City Hall.

"2.—There is not school room space sufficient to house our school population. More school rooms are needed at once.

"3.—Our fire department is inadequately provided with men and equipment.

"4.—The police cannot be expected to properly guard the city without added numbers and equipment.

"5.—Additions to the fire and police telegraph systems are imperative.

"6.—Provision must be made for the care of the city's dependents, the orphans, the incurables, the incorrigibles, the insane. The rest of the Territory is impatient over Honolulu's preponderating use of the Territorial Insane Asylum and the Industrial Schools. Soon Honolulu itself must pay the bills for the care of its own.

"7.—The city is growing faster than we realize and the streets must be lighted.

"8.—The storm waters must be controlled to save the streets and to prevent mosquitoes. It has been so long since we have had a real storm that we have forgotten this necessity. No storm sewer system now exists, except in spots.

"9.—The supervisors must prepare to take over the sewer and water systems which by the provisions of Act 138 of the Laws of 1913 must be transferred to the municipality not later than July 1, 1914. How are these systems to be modernized and extended so as to provide the city with what is needed?

"10.—The city's refuse and waste must be disposed of

"11.—The streets and roads must be cleaned, and repaired. Too much money is already invested in streets to allow us to continue the old scheme of doing nothing on the street until the time for its reconstruction has arrived.

"12.—More open spaces within the city must be provided. We should have more public parks, and playgrounds for children properly supervised. This is a city function.

### **Not the Whole List.**

"The above does not purport to be a full list of Honolulu's necessities. It is only suggestive. Purposely I have

omitted two subjects, the opening of new streets and the paving of existing streets. I have done this so as to ask you the question, how is it possible to do the things I have listed and have any money left for streets?

"I say it is not possible. The present scheme must stop, for there is not enough money to allow us to go on this way unless we want streets and nothing else.

### **Property Must Pay.**

"The entire amount necessary to pay the condemnation judgment when new streets are to be opened up or existing streets are to be widened must be borne by the owners of the property directly benefited by the improvement, not by the municipal treasury. Under Act 87 of the statutes of 1913 this can now be done, the only limitation being as pointed out by Chief Justice Robertson in the case of *Brown vs. Campbell*, 21 Hawaii 314, that the assessment shall not exceed the value of the special benefits. This case decided last year, construed the insanitary land act of 1911 and states the principles surrounding local assessments.

"Note what I say, the act provides a means of raising money to pay the condemnation judgment. It is conceivable that as the result of a condemnation proceeding, no money damages may be payable. The jury may find that the land, a part of which is taken for the street, is benefited more than it is damaged by the opening of the street. In such a case Act 87 need not be invoked.

### **An Equitable Law.**

"The law is equitable. In most cases the payments will be made by those persons whose property by the opening of the street has been changed in character, from agricultural land worth \$400 per acre to residence property worth \$1400 per acre or from back property taxed at so many cents per foot to frontage property taxed at so many dollars per foot. It is not equitable that the public should pay for the improvement which adds such values to private property. The law gives the property owner the option of paying his share in ten annual installments.

### **Benefits to Follow.**

"It has been stated that our conditions are peculiar in that only ten per cent. of the population of the city own their own homes. I know of no other measure the use of which will have a greater tendency to cut up big holdings and give the small man a chance.

"A consistent use of this law will put wet agriculture with its constant menace to the city's health, absolutely out of business. It will cut up the large city blocks now congested with population and furnishing the foci of tuberculosis. It will tend to cheapen and simplify the collection of the city's waste. It will make possible the connecting up more intimately of the villages of Honolulu and the substitution of the city spirit for the neighborhood idea.

"Let your fancy play and imagine for a moment, a broad street from Manoa down the eastern side of the valley through Moiliili to the Moana Hotel, the extension of Wilder avenue through Moiliili to Kaimuki, the extension of Queen street across the swamps and rice fields of Kapahulu, the extension of School street across Kalihi Valley to Fort Shafter and the extension of Queen street westward through Moanalua to the new Pearl Harbor road.

### **Only Feasible System.**

"It is not feasible to open up a system of needed main highways except by the principle of local assessment. One, however, has to be convinced first of the crying necessity of such highways for health, sanitary, civic and military reasons and has to have faith in Honolulu and a vision of the future before he can become an advocate of this principle. The law may not be a perfect law. Let us try it and see. Amendment may be necessary. Every such law has to be tested in the courts. This law will be. The application of this new principle may cause hardships in certain cases. This is true of every step forward in civic affairs. For instance, the enforcement of health measures, vital to the life of the community, is a continuous infringement on personal and private rights. The ideal of the

greatest good to the greatest number must prevail.

"Nevertheless I do not expect to see the city fathers apply this new principle and open these streets until a public opinion is created on the subject. That is my excuse for hammering away on this point before you tonight, that you may be convinced of Honolulu's necessity and go forth as advocates of this principle.

#### Frontage Street Tax.

"The other statute of 1913 which has the local assessment principle is Act 131 and by it it is provided that streets may be made and the cost thereof assessed against the property benefited. The supervisors are to determine, after public hearings, the limits of the area benefited. The assessment becomes a lien on the property within this area, and these liens are the security behind the bonds by the sale of which the municipality gets the money to pay for the road making. The property owners have the option to pay at once or in ten equal installments. While payment of these bonds is not made a charge on the revenues of the city and county, the municipality is obligated at the foreclosure sale of any lien to bid for the property the full amount of that lien. Thus the city and county indirectly guarantees the bonds.

"In the preliminary hearings before the supervisors it may be decided that the district benefited shall be assessed so much a square foot throughout, or a separate rate for each zone of such district or the basis of assessment may be the front foot. The 'frontage tax' principle is in the law but need not be used if the square foot basis in any case is considered more equitable. The supervisors of their own motion may start the machinery of the law going. Of necessity their powers are broad and their discretion great. The owners of fifty-five per cent. of the area to be assessed may file a veto of the proposed improvement which veto holds good for six months.

"The owners of sixty per cent. of an area proposed as an assessment district can compel the supervisors to use the provisions of the law.

#### On Denver Model.

"These two acts, numbers 87 and 131, are framed upon the laws applicable to the city of Denver, and are drafted each on the same plan. The two were separated during their passage through the last legislature for reasons of expediency. The same limitation which I have spoken of regarding the street opening law, applies to the street paving law—namely that the assessments must not exceed the value of the special benefits to the area within the district.

"Because of this limitation of law on the power to proceed upon the local assessment principle, I believe that the city should pay, if at all in any case, only that part of the cost of the street making which is represented by the difference between the total cost of the improvement and the value of the special benefits. Let me illustrate. The special benefits to a given district around Alakea street may exceed the cost of placing permanent paving on that street from Beretania street to the wharves; while the making of the extension of Queen street to Kapahulu (after Act 87 shall have been invoked, and the title to the new street shall have passed to the city) may exceed in cost the value of the special benefits to the area, now largely swamp and rice land, adjacent to the new street. This difference must be borne by the city.

"The only way for the supervisors to avoid the appearance of partiality is to adopt the principles above suggested. Should they say we will have the city pay fifty per cent. of the cost in any case, it is said at once that the business portions of Honolulu taxed at dollars per square foot and earning an income to the owners thereof would gain at the expense of the residence portions taxed at a few cents a square foot and earning no income for the owners. Even if it is possible to work out a scheme to equitably settle these differences and others that may arise, say between main highways and cross streets, there is not to be money enough in the city's treasury to permit the expenditure of any funds therefrom for

new streets and permanent paving except that which by law, as above indicated, will have to be paid. I base this statement on the supposition that we are going to make a real American city out of what we now have.

### **Preliminary Work.**

"The city must get ready for these new laws. Grades of streets and sidewalks must be established. (It is interesting to observe here that the establishing of these grades only became a city function in 1913.) The city must be mapped. There are large areas of the city for which no proper maps exist, for instance that section between the Kamehameha Schools and Asylum road and mauka of King street. The making of these necessary maps will take time and money.

"The problem at best is not an easy one for the supervisors to solve. They see the city's other financial needs. The man about to be soaked, as he thinks, for a part of the cost of paving his street only sees coming the day of paying his assessment, and opposes the whole scheme taking full use of his right as a citizen and taxpayer, etc., to 'cuss out' the supervisors.

"He does not think in terms of 'the city' and 'the common good.' He has never boasted of being a resident of 'Honolulu nei' nor that he is 'a citizen of no mean city.'

"The supervisors need your enlightened interest, gentlemen, and your active support in a thorough and comprehensive try-out of these laws.

### **The Tax Rate.**

"Right here I would like to point out by way of parenthesis, that sooner or later the taxpayers of Honolulu will demand a reduction in the tax rate. The city's necessities, some of which I have mentioned, can properly be met in no other way than out of the general fund. The power to issue bonds which the city

now has should be used only for extraordinary matters. Is there any way other than by the application of the principle of local assessment that sufficient moneys can be saved at any one time to admit of the reduction of the tax rate, without crippling the city by over-economy? I know of none.

"The city is growing faster than we know. It is growing along the lines of least resistance and at haphazard. We do not conduct private affairs this way in Honolulu. Why should we allow public affairs by our inattention to slide along as best they may. Attention to public affairs which concern the city is your business. You pay the bills. How is your money being spent?

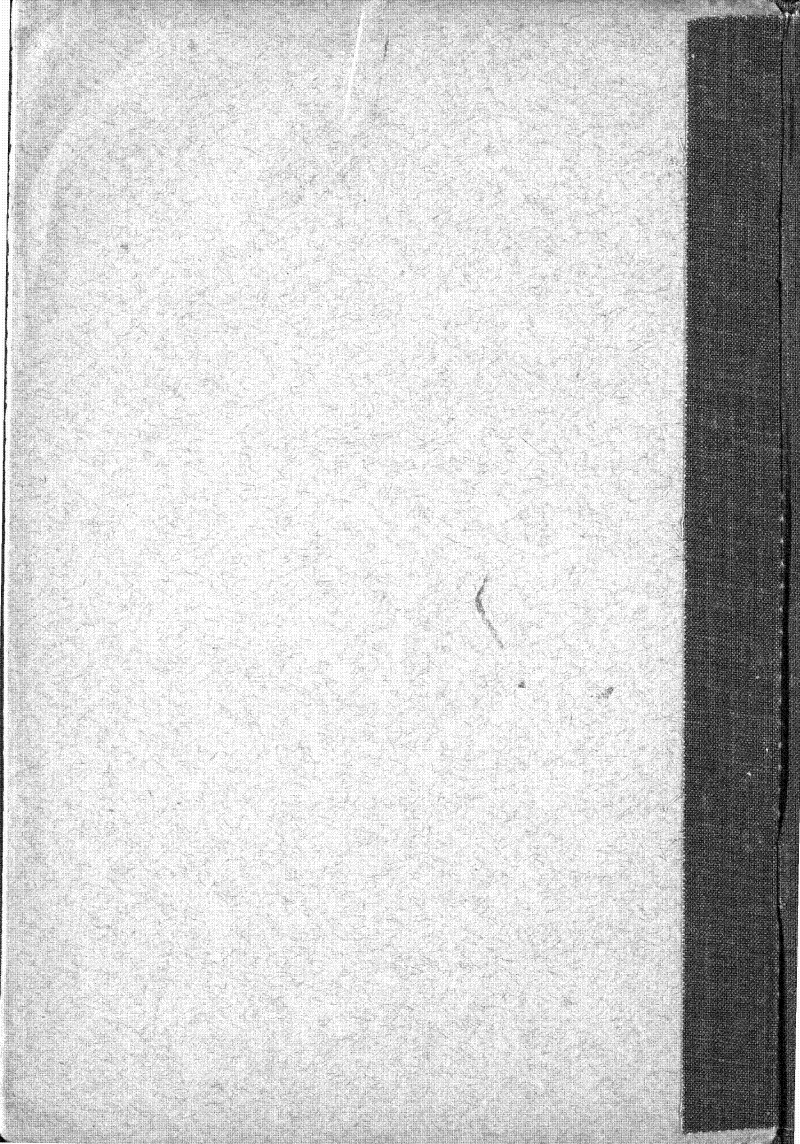
### **A City Plan.**

"Is it economical to put down permanent paving before solving the storm water sewer problem? The next torrential down-pour will damage the streets. Is it the part of wisdom to put down permanent pavement on a concrete base under which there is a sanitary sewer inadequate in size? No sooner will our streets in the business sections be properly paved before we will face the necessity of digging them up to do over the sewer and water systems. It does not take a student of municipal matters to see at once that what Honolulu needs is a city plan. If you agree with me in this, tell your friends of the necessity and thus help to create a public opinion on the subject.

"The subject of how to make Honolulu into a real city is a very big and broad one.

"It is our business as American citizens to see to it that Honolulu is transformed into a real municipality with true city spirit. This will mean much study and unselfish service. Let me ask you to take, as your pledge to each other in this great work, the words of Paul of Tarsus—'I am a citizen of no mean city.'"







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